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Draft country programme document for Lebanon

Proposed indicative UNFPA assistance:	$10 million: $5.5 million from regular resources and $4.5 million through co-financing modalities and/or other, including regular, resources
Programme period:	Five years (2010-2014)
Cycle of assistance:	Third
Category per decision 2007/42:	B

Proposed indicative assistance by core programme area (in millions of $):

	Regular resources	Other	Total
Reproductive health and rights	3.0	2.5	5.5
Population and development	1.0	1.0	2.0
Gender equality	1.0	1.0	2.0
Programme coordination and assistance	0.5	-	0.5
Total	5.5	4.5	10.0

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I. Situation analysis

1. The population of Lebanon was 3.76 million in 2004. From 1975 to 2005, the annual population growth rate was 1.3 per cent. The total fertility rate is 1.9 children per woman. Approximately 37 per cent of the population is below age 20, while 7.4 per cent of the population is 65 or older. Nearly 24 per cent of women aged 35-39 have never been married, the highest percentage in the Arab region. Studies have revealed evidence of early sexual activity among young people.

2. Lebanon is a middle-income country. The percentage of poor households dropped from 30.9 per cent in 1998 to 24.6 per cent in 2004. Among poor households, the percentage of people living in extreme poverty dropped from 6.8 per cent in 1998 to 5.2 per cent in 2004. Nevertheless, social and economic disparities exist. Poverty also exists among the urban poor.

3. Challenges exist regarding gender equality and the empowerment of women, despite achievements in these areas. Approximately 83 per cent of women are literate, and school enrolment ratios at all levels are equal. However, the access of Lebanese women to decision-making and their participation in political life are limited.

4. Lebanon has not yet lifted its reservations on the Convention on the Elimination of All Forms of Discrimination against Women, and family laws discriminate against women. Although the number of victims of gender-based violence who have sought support has increased, women rarely request legal or other protection. The country lacks protection and referral systems. In addition, cultural barriers discourage the reporting of gender-based violence.

5. Development challenges include ongoing internal and external conflicts that have resulted in the destruction of infrastructure, the internal displacement of the population, and the loss of lives.

6. Government spending in the social sector is moderate, with approximately 12 per cent of the gross domestic product allocated to the health sector. The contraceptive prevalence rate is estimated at 58 per cent, with 34 per cent of women of reproductive age using modern contraceptives, primarily intrauterine devices, pills and condoms. Almost 96 per cent of pregnant women received medical care during pregnancy, and attended births accounted for nearly 98 per cent of deliveries. However, only 52 per cent of women received post-natal care. The maternal mortality ratio dropped from 104 deaths per 100,000 live births in 1996 to 86.3 in 2004. Nearly 34 per cent of pregnant women suffered one or more health complications, including miscarriages. Maternal morbidity is prevalent.

7. While the HIV prevalence rate is low, conditions exist for a potential spread of the AIDS epidemic, especially among vulnerable populations. The cumulative number of reported cases of HIV/AIDS was 1,172 in November 2008, with 16.9 per cent of those infected younger than 30.

8. Young people are at high risk in Lebanon. Drug use is reported to be common, though there is a lack of national data. Mental health is also a pressing problem among young people.

II. Past cooperation and lessons learned

9. The second programme of assistance (2002-2006) was extended through 2009. It sought to: (a) strengthen reproductive health services and information, particularly in underserved areas, with a focus on young people; and (b) support the integration of population dynamics and development into sectoral policies and strategies, emphasizing data collection and advocacy.

10. Achievements in the area of reproductive health included strengthening the capacity of service providers and

managers, by upgrading normative tools for quality control and ensuring the continuous supply of reproductive health commodities. The programme utilized a peer network to disseminate culturally sensitive reproductive health messages to a large number of young people. Addressing reproductive health needs during the July 2006 war was a major challenge.

11. With regard to population and development, the programme carried out surveys and studies, including on the impact of the 2006 war on vulnerable populations. These surveys and studies generated data and evidence for advocacy and policy development. Best practices included integrating population and development linkages into the university curricula.

III. Proposed programme

12. The proposed programme reflects the analysis contained in the common country assessment and the national priorities identified in the United Nations Development Assistance Framework (UNDAF), 2010-2014, and the UNFPA strategic plan, 2008-2011. The programme will contribute to government efforts, as prioritized in national policies and plans. The programme will emphasize partnership, coordination and joint United Nations programming. In addition, it will address the volatile and complex situation in Lebanon. The country office will develop an emergency preparedness plan. This plan will be aligned with the United Nations country team contingency plan and will complement the emergency preparedness plans of United Nations partner organizations. The proposed programme consists of three components: (a) reproductive health and rights; (b) population and development; and (c) gender equality.

Reproductive health and rights component

13. The outcome for this component is: increased access to and utilization of high-quality health, water and sanitation services, particularly in underserved areas, with a focus on vulnerable groups. This outcome will be achieved through two outputs.

14. Output 1: Comprehensive, gender-sensitive, high-quality reproductive health services and commodities are in place and accessible. Reproductive health will constitute the largest component of the programme. The programme will strengthen access to, and utilization of, high-quality services in underserved areas, addressing: (a) maternal mortality and morbidity; (b) unmet family planning needs; (c) sexually transmitted infections; and (d) mental health. The programme will also focus on improving reproductive health in crisis and emergency situations.

15. In addition, the programme will prioritize initiatives that focus on emergency obstetric and neonatal care in order to: (a) attain a critical mass of skilled attendants; (b) support efforts to develop a systematic network of basic and comprehensive services for emergency obstetric and neonatal care; and (c) provide reproductive health equipment and commodities. The programme will support a logistics management information system, a procurement system and national capacity development. The programme will also develop the capacity of the Ministry of Public Health and other national partners in reproductive health programming in emergency and post-conflict settings.

16. Output 2: Improved knowledge, information and services for young people, with a focus on societal and community mobilization and evidence-based advocacy and policy dialogue. The programme will support line ministries and civil society organizations to design and establish youth-friendly health facilities, and disseminate knowledge and information on reproductive health. A behaviour change communication strategy will ensure community support to meet the sexual and reproductive health needs and reproductive rights of young people, with the goal of reducing high-risk behaviour.

17. UNFPA will: (a) support a situation analysis, including a legal review of the development challenges facing young people; (b) seek to enhance the resource base for investments in young people; (c) identify opportunities to position youth issues in the development agenda; and (d) increase the participation of young people in national dialogues and in development planning, implementation and monitoring processes.

18. The programme will support and conduct advocacy, targeting the media, faith-based organizations, parliamentarians and community networks. It will develop and implement a holistic and multisectoral framework to ensure that young people have access to the benefits of development and that they realize their rights. The programme will seek to empower youth and strengthen their participation in development, including by expanding and strengthening the youth peer education network.

Population and development component

19. The outcome for this component is: a strengthened policy and institutional framework for developing and implementing strategies to reduce poverty and promote equitable economic development. This outcome will be achieved through two outputs.

20. Output 1: An integrated information system is developed and functioning to formulate, monitor and evaluate policies at national and subnational levels, with attention to emergency settings. The programme will strengthen national institutions and capacity, including in emergency settings, to: (a) produce, analyse and use disaggregated data at national, regional and sectoral levels; (b) support the analysis and utilization of data; (c) undertake in-depth, policy-oriented studies; (d) improve the management information system and other systems, including those on health, gender equality and gender-based violence; and (e) support large-scale population surveys and the establishment of a database for monitoring.

21. Output 2: Enhanced capacity to utilize data for integrating population dynamics, reproductive health and gender-equality concerns into development planning and monitoring processes, at national, sectoral and local levels. The programme will develop the capacity of existing and new mechanisms in: (a) policy analysis, research, costing, and integrating population dynamics, gender and human rights principles into development planning, monitoring and evaluation; and (b) strengthening competencies in reproductive health and rights and gender equality, including in post-conflict settings.

22. The programme will support national and sectoral development planning processes to reflect the linkages between gender, population and development, within the framework of the Millennium Development Goals and the Programme of Action of the International Conference on Population and Development.

Gender equality component

23. There are two outcomes and two outputs within this component. The outcomes are: (a) gender equality and the human rights of women and adolescent girls are integrated into national and sectoral laws, policies, strategies, plans and interventions; and (b) prevention of, response to and protection for the victims of gender-based violence are improved at the national level.

24. Output 1: Increased technical and institutional capacity of national mechanisms, national institutions, and policy and strategy frameworks related to women's empowerment and gender equality. UNFPA will support national institutions and civil society groups to upgrade, adapt and operationalize the national women's strategy. The programme will support a strategic planning process to

initiate, sustain and monitor gender mainstreaming through gender auditing, analysis, planning and budgeting at national and sectoral levels, using gender focal points in related sectors. A situation analysis will clarify sociocultural dimensions and legal issues to address gender inequalities and the rights of women and girls. The programme will initiate and support a national debate on identified priorities in the area of gender.

25. Output 2: Increased awareness, evidence-based advocacy and policy dialogue to improve institutional and legal frameworks and systems that seek to prevent, protect the victims of and respond to gender-based violence, using a human-rights perspective, including in emergency and post-emergency situations. UNFPA will support initiatives to combat gender-based violence, particularly in conflict and post-conflict situations. The programme will upgrade and operationalize the multisectoral plans of action in relevant sectors, services and systems, and in related institutional mechanisms.

26. UNFPA and the Government will conduct a situation assessment and analysis to clarify sociocultural dimensions and human rights issues related to gender inequality and gender-based violence, and to identify and address legal and social constraints to establishing protective systems. The findings will be used to: (a) increase community awareness; (b) develop advocacy campaigns; and (c) build networks and coalitions.

IV. Programme management, monitoring and evaluation

27. The country programme will use the national execution and implementation modality and will implement the harmonized approach to cash transfers through coordination with other United Nations organizations. UNFPA and the Government will conduct annual programme reviews, midterm and end-term reviews, and evaluations within the UNDAF monitoring and evaluation plan. The UNFPA country office will use tracking tools and annual monitoring and evaluation plans to monitor progress under each output.

28. The country office in Lebanon includes a non-resident country director based in Cairo, Egypt, an assistant representative, national project staff and support staff. Within the framework of the approved country office typology, UNFPA will earmark programme funds for six programme and administrative staff to support the implementation of the programme. The Arab States Regional Office in Cairo, Egypt, will provide technical and programme support.

RESULTS AND RESOURCES FRAMEWORK FOR LEBANON

National priority: increased economic growth and improved social indicators, including employment creation and the reduction of regional inequalities
UNDAF outcomes: by 2014, the socio-economic status of vulnerable groups and their access to sustainable livelihood opportunities and high-quality basic social services are improved, within a coherent policy framework that reduces regional disparities

Programme component	Country programme outcomes, indicators, baselines and targets	Country programme outputs, indicators, baselines and targets	Partners	Indicative resources by programme component
Reproductive health and rights	Outcome: Increased access to and utilization of high-quality health, water and sanitation services, particularly in underserved areas, with a focus on vulnerable groups Outcome indicators: • Essential reproductive health services package is integrated into the annual work plans of the Ministry of Public Health • Reproductive health commodity security system is endorsed • Annual resource allocation for health and for reproductive health is increased by 1 per cent in the national budget • Access to high-quality reproductive health services and information in 85 per cent of service delivery points in underserved areas supported by the programme • Enhanced high-quality reproductive health services, and strengthened institutional capacity to address related needs in humanitarian settings	Output 1: Comprehensive, gender-sensitive, high-quality reproductive health services and commodities are in place and accessible Output indicators: • Emergency obstetric and neonatal care, and care for the consequences of unsafe abortion are included in the normative tools and referral systems of the reproductive health strategy and programme • At least 85 per cent of targeted health professionals are capable of identifying cases in need of emergency obstetric and neonatal care • All emergency obstetric and neonatal care cases are referred to a higher level of care • Reproductive health emergency preparedness and response plan is in place • 60 to 70 per cent of service delivery points provide an integrated, comprehensive reproductive health package in targeted regions • A reproductive health commodity security system is operational, including a three-year plan • Quarterly family planning stock status notification system is established Output 2: Improved knowledge, information and services for young people, with a focus on societal and community mobilization and evidence-based advocacy and policy dialogue Output indicators: • Criteria and protocols for providing, and referring youth to, youth-friendly health services are developed • At least 15 youth-friendly health facilities offer a comprehensive package of reproductive health services • Youth aged 12-18 are aware of at least three preventive measures to ensure reproductive health • At least 20 communities support information and services for young people and adolescents • At least five sectoral plans or programmes are developed to operationalize the youth sexual and reproductive health and rights strategy • At least five policy briefs are used for policy dialogue and advocacy • At least five youth networks and non-governmental organizations supporting the development and implementation of a multisectoral sexual and reproductive health and rights strategy for youth • Multisectoral mechanisms for coordination and collaboration are established and functional	Centre for educational research and development; line ministries; municipalities; national AIDS programme; parliamentary committees; service delivery points United Nations organizations Academia; civil society; community leaders; faith-based organizations; medical associations; parents; private sector; schools; youth network	$5.5 million ($3 million from regular resources and $2.5 million from other resources)

Programme component	Country programme outcomes, indicators, baselines and targets	Country programme outputs, indicators, baselines and targets	Partners	Indicative resources by programme component
National priority: national reconciliation is achieved and adequate institutional capacity to implement reforms is developed, including increased participation and accountability **UNDAF outcomes**: by 2014, good governance reforms, with a focus on national dialogue and inclusive participation, and government effectiveness and accountability, are institutionalized at all levels				
Population and development	Outcome: A strengthened policy and institutional framework for developing and implementing strategies to reduce poverty and promote equitable economic development Outcome indicators: • Integrated information system is established and operational • Programmes and budgets related to population dynamics, reproductive health and gender are endorsed • Percentage of vulnerable groups targeted through social policies and protection mechanisms is increased	Output 1: An integrated information system is developed and functioning to formulate, monitor and evaluate policies at national and subnational levels, with attention to emergency settings Output indicators: • Operational set of national indicators for monitoring population and gender programmes • Protocols for integration, including in emergency settings, are finalized and validated • Operational framework for achieving and monitoring the Millennium Development Goals is in place Output 2: Enhanced capacity to utilize data for integrating population dynamics, reproductive health and gender-equality concerns into development planning and monitoring processes, at national, sectoral and local levels Output indicators: • At least 30 professionals and four units are trained to apply integration methods and tools • At least three national and sectoral plans incorporate population, reproductive health and gender issues • At least five policy briefs are developed and used for evidence-based advocacy and policy dialogue	Academia; Central Administration for Statistics; inter-ministerial committee; line ministries; municipalities; non-governmental organizations; parliament; research institutes; United Nations organizations	$2 million ($1 million from regular resources and $1 million from other resources)
National priority: (a) to promote gender equality and the participation of women in sustainable development; and (b) to strengthen the rule of law and protect human rights **UNDAF outcomes**: by 2014: (a) women are increasingly empowered to have equal access to social, political, economic and legal spheres, in order to realize their rights; and (b) enhanced monitoring and accountability enable the effective implementation of human rights obligations and the enjoyment of human rights				
Gender equality	Outcome: Gender equality and the human rights of women and adolescent girls are integrated into national and sectoral laws, policies, strategies, plans and interventions Outcome indicators: • Gender equality is reflected in national priorities • Human rights national action plan integrating gender equality is endorsed by parliament • Revised strategy for women is endorsed Outcome: Prevention of, response to and protection for the victims of gender-based violence are improved at the national level Outcome indicators: • National strategy endorsed • National monitoring system in place • Percentage increase in sectoral plans, programmes and services related to gender-based violence • Enforcement of policies and laws aligned with national priorities and human rights instruments, including Security Council resolution 1325 on women, peace and security	Output 1: Increased technical and institutional capacity of national mechanisms, national institutions, and policy and strategy frameworks related to women's empowerment and gender equality Output indicators: • At least two national and sectoral plans and strategic frames articulating gender equality and the human rights of women and girls • At least three ministries or administrations allocating budgets for gender-related activities • At least four ministries or administrations applying methods and tools of gender mainstreaming • Prerogatives and mandate for women's mechanisms and gender focal points submitted for validation • At least four evidence-based national debates conducted on identified priorities related to gender equality and the human rights of women and girls Output 2: Increased awareness, evidence-based advocacy and policy dialogue to improve institutional and legal frameworks and systems that seek to prevent, protect the victims of and respond to gender-based violence, using a human-rights perspective, including in emergency and post-emergency situations Output indicators: • Gender-based violence national and multisectoral strategy submitted for validation • Gender-based violence national coordination mechanism operational • At least four sectoral plans and/or programmes developed to operationalize the national strategy • Gender-based violence information and monitoring system in place and operational • Gender-based violence network and mechanism in place and fully functional • At least three support groups are established • At least four coalitions for change are formed • One to two legal changes developed and submitted for validation	Academia; bilateral partners; civil society; faith-based organizations; line ministries; municipalities; national commission for Lebanese women; United Nations organizations	$2 million ($1 million from regular resources and $1 million from other resources) Total for programme coordination and assistance: $0.5 million from regular resources